

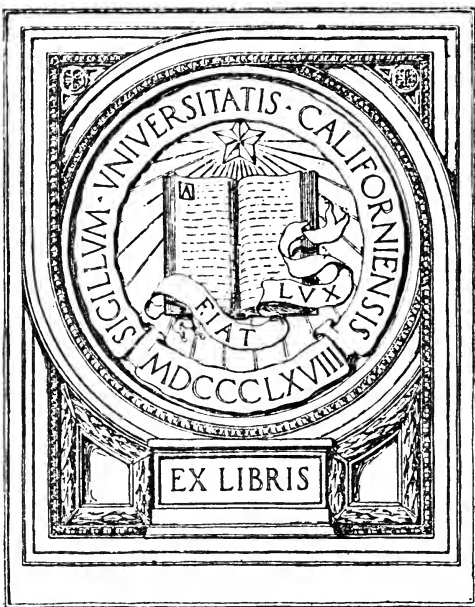
UC-NRLF



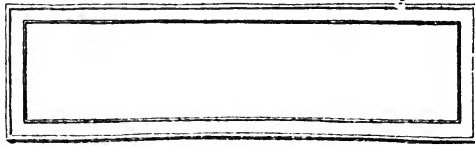
\$B 21 814

40
M21

YC 07115



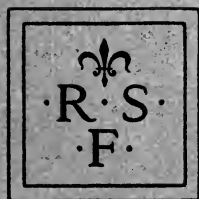
EX LIBRIS



THE FORMATION OF CHARITY ORGANIZATION SOCIETIES IN SMALLER CITIES

BY FRANCIS H. MCLEAN

FIELD SECRETARY, CHARITY ORGANIZATION
DEPARTMENT OF THE RUSSELL SAGE
FOUNDATION



NEW EDITION, REVISED AND
ENLARGED

PUBLISHED BY
THE CHARITY ORGANIZATION DEPARTMENT
OF THE RUSSELL SAGE FOUNDATION
NEW YORK
1910

Digitized by the Internet Archive
in 2007 with funding from
Microsoft Corporation

THE FORMATION OF CHARITY ORGANIZATION SOCIETIES IN SMALLER CITIES

BY FRANCIS H. MCLEAN
FIELD SECRETARY, CHARITY ORGANIZATION
DEPARTMENT OF THE RUSSELL SAGE
FOUNDATION



NEW EDITION, REVISED AND
ENLARGED

PUBLISHED BY
THE CHARITY ORGANIZATION DEPARTMENT
OF THE RUSSELL SAGE FOUNDATION
NEW YORK
1910

TO VMD
AIRBORNE

HV40
M27

INTRODUCTION

Twenty-two new charity organization societies in the last twenty months have been added to the movement for a better and more beneficent organization of social service work in this country. In a number of cities, however, the neglect of bad social conditions persists, combined, in some instances, with great but aimless charitable activity. To the earnest and thoughtful in these places this pamphlet is addressed. It gives them in detail the beginnings of a way out, provided they have a mind to work.

In the year 1906, when he was Superintendent of the Brooklyn Bureau of Charities, Mr. McLean became associated with a small committee interested in charity organization extension in the United States, and prepared for them the first, much shorter draft of a paper on the Formation of Charity Organization Societies in Smaller Cities. During the twelve months following its publication, he devoted the spare hours of a busy executive to a most painstaking correspondence with cities seeking advice about the organization or reorganization of their local charitable work.

But social conditions vary, and letters at their best are a poor substitute for personal contact. The committee counted itself fortunate when, in the autumn of 1907, it was enabled, by a contribution from the Russell Sage Foundation, to induce Mr. McLean to become its field secretary, and devote his whole time to the study of local conditions in city after city, submitting to each a suggested form of organization or reorganization, and serving each, so far as possible, in working the proposed plan out. No visit was paid without an invitation from those locally interested, but many invitations were forthcoming, and the results achieved were so practical and far-reaching that the Russell Sage Foundation decided a year ago (October, 1909) to establish a Charity Organization Department devoted to extension work and to kindred endeavors.

And now, after three years of strenuous work in the field, Mr. McLean rewrites and enlarges his little treatise, and packs into it a new wealth of practical advice and illustration which bears upon the various ways of launching a forward movement in charity.

This Department stands ready to re-enforce the printed word by whatever aid is at its command. Readers of these pages are urged to correspond with or to visit its New York office, and to secure its publications or forms. No one (to paraphrase an English philanthropist) should take up the cause of charity organization without being prepared to give to it some measure of devotion, and to him who brings this devotion is assured the sympathy and fellowship of public-spirited groups, in more than two hundred American communities, which are conducting societies for organizing charity and are always eager to welcome a new comrade.

MARY E. RICHMOND.

New York, October, 1910.

THE FORMATION OF CHARITY ORGANIZATION SOCIETIES IN SMALLER CITIES

NOTE.—It is assumed that readers of the practical suggestions which follow are already familiar with the other pamphlets published by this Department, more especially with those which explain the charity organization movement in general terms, such as "First Principles in the Relief of Distress," and Alexander Johnson's "Organization in Smaller Cities."

I

THE CARDINAL PRINCIPLES

It has sometimes been stated that the form of organization of a society has nothing to do with its success. This is an assertion which is not borne out by experience. Organization does have something to do with success, because of the kinds of relationships that it establishes and the degree of speed that it permits. On the other hand, those who do make this assertion are less wrong than those who imagine that everything depends upon the form of organization. For instance, the formation of a charity organization society in either a large or a small city must involve points of structure, formal grouping, etc., but back of all this there must be the vital interesting of the right people in the project.

There is a difference between intellectual sympathy and determination based upon conviction; this latter is not aroused by the impulse of the moment, as has been illustrated again and again in the experience of charity organization societies in this country. The writer recalls an instance where all appeared to favor the formation of an associated charities.* Excellent co-operation was promised, and everyone seemed to take his appointed place in the scheme; it seemed to be a well-nigh perfect example of organization. Nevertheless, the society never did anything. What was the trouble? Simply that the ideas and ends of the work had not sunk into people's minds. Upon the enthusiasm of the moment, they had concluded that they wanted

* The terms "charity organization society" and "associated charities" are used interchangeably throughout this pamphlet; some cities use one name and some the other. In a few places, the other organizations are literally "associated," but, in the prevailing type of society, the other charitable agencies are not, though they are usually well represented upon its tuberculosis, case, and other special committees, or upon the central council, the structure of which is herein defined (p. 28).

something of a charity organization sort, and had gone ahead heedlessly, without waiting to arouse determination and conviction. It is possible, of course, to use these words in a perfunctory way, but, for the success of a movement such as this, they must imply willingness to make sacrifices, especially sacrifices of time. This does not mean that all of those interested have to be equally involved, but that those who are to be leaders, and are sufficiently strong to be leaders, are finally committed.

START ON A SUFFICIENTLY LARGE BASIS

Three years of field-work experience in starting new charity organization societies has demonstrated almost uniformly that cities of over 20,000 should, from the beginning, plan to start with a paid trained worker upon full time. The assumption is against any city which considers itself an exception to this rule. The trouble with the charity organization movement in the past has been that some societies have started on too modest a basis, without a paid trained worker, and have never been able to grow at all. The fact that it is difficult to secure the necessary support means that the time has not yet come to start. For smaller cities, various suggestions will be found under the Smaller City Problem (see page 23).

BUSINESS AND PROFESSIONAL MEN MUST BE INTERESTED

That the business community must be interested before organization can start with any success is strongly emphasized in the following pages. The statement should have its place here, however, as a cardinal principle. As long as social work is left to women and ministers, so long will it not be seriously regarded by the men themselves. They may scatter around compliments to the women, and claim to know how good the work is, etc., but they are not influenced in the slightest degree by it. Some genuine feeling of responsibility must be aroused in them before the society can be successfully launched. The writer recalls a small Western city where for several years an organization struggled along with a number of prominent business men permitting themselves the extravagance of giving it fifty cents a month. With the re-organization, in which the board of trade was involved, these same men were afterwards giving anywhere from \$25 to \$100 a year. This financial argument is only one and not the best for securing the business men's interest. A board of directors composed solely of women cannot appeal with the same force to a city administration, or a city official.

HAVE BROAD PRINCIPLES OF WORK

The primary work of a charity organization society has to do with the problems of individual families. This inevitably brings societies which are really striving to rehabilitate families face to face with the need of urging sanitary, civic and social reforms. As is indicated below, it is sometimes necessary to warn new societies not rashly to project themselves into this field. As a matter of fact, during the first two years, a society would do well adequately to develop its family work. On the other hand, it must be ready at any time either to fight itself, or to get others to fight, against conditions which are responsible for the destitution of families and over which the families themselves have no control. In other words, the society must be a distinctly opportunist organization, ready to lend its hand to any movement which means the improvement of living conditions. It must be untrammelled by any rules or traditions which prevent it from taking up different problems at different times.

THE ELEMENT OF TIME IN PROPAGANDA

In addition to a few of the right people with strong convictions, there must be a considerable number more or less vitally interested. For this reason, it is essential that there should be a period of propaganda, and that time should be given for the idea of such an organization really to become familiar to a large number of representative people. It is well to go slowly in the propaganda period. Some of the details of this period are described below, but it cannot be over-emphasized that, excepting under the most unusual circumstances, this stage requires time if the movement is to take root. In one of the most flourishing of cities, with a population of 80,000, the propaganda period took a year. In another city of 35,000 it spread over a period of six months. Whenever, as a result of formal meeting, a definite organization has been formed, contributions are being received and a general secretary is being canvassed for, this preliminary period may be said definitely to cease.

The cardinal principles of advance which are given above, should encourage rather than discourage the solitary man or woman here and there, or the isolated group of two or three people who feel the need of organization and yet are encompassed by an indifferent community. Some of the most wonderful results have come from the efforts of a single man or woman, or of a small group. It is not a matter of getting

a number of people excited in a week's time, holding a meeting and resolving to go ahead; it is rather the slow education of a person here and there until the time comes when an organizing committee can be appointed. It can be said, as a result of observation and experience, that the chances for success depend not upon the presence or absence of spontaneity, but upon the effectiveness of the preliminary work; and again, in this preliminary work, there should be emphasized the value of the time element. (See also, on this subject, the Delayed Movement, page 15.)

II

THE BEGINNINGS

WHAT MAY START THE MOVEMENT

We shall leave at this point the isolated individuals or small groups just alluded to. They may consume months and possibly years in taking advantage of this or that opportunity to drum ideas into the heads of others; but eventually they will come to the point where, in one or another of the ways indicated below, they will have enlisted some force under their banner. Let us consider here the steps to be taken in movements more or less spontaneous in their beginning.

The first definite impetus towards organization may come in any one of a variety of ways. For instance, a group of clergymen may decide that it is necessary to have some organization for investigation and registration, two of the primary charity organization activities. Or it may come as a result of the exchange of experience between several charity workers, whether paid or volunteer. Or it may come as the result of the deliberations of the philanthropic committee of a woman's club which has been studying conditions in a city and believes that there is need of co-ordinating the social agencies for family treatment. Or the demand may come from the business community and as a result of business men's being harassed by the appeals of beggars. It may come as the result of some tuberculosis committee's discovering that there are problems other than its own as yet unsolved. Thus one of the strongest of the smaller societies established in 1909 was the result of a conference organized just after the National Tuberculosis Exhibition had been held in that particular city. This conference studied the situation for two years and then fought for and won an associated charities.

COMMITTEE ON ORGANIZATION

From whatever direction the movement starts, it is generally advisable that there should be created as soon as possible a steering, working, or organizing committee of seven or more. If this committee can be appointed as the result of the deliberation of a conference in which all of the three interests above indicated (namely, the business men, the women's clubs, and the churches and charities) are represented, it is a desirable end to be obtained. But the interest of the other factors may not be secured at this early stage, in which case the meeting of ministers, or woman's club, or board of trade, as the case may be, should itself appoint such a committee, to be added to from time to time. This committee should not, of course, be representative solely of the special interest which created it. It should include one or two professional or business men, one or two women well known and already connected with philanthropic or social work, and one or two clergymen.

INTERVIEW OTHER CHARITABLE SOCIETIES

If the proposition for a society has come from charity workers rather than from some general social agency like the woman's club, or from a business men's organization, it is much more necessary for this committee to make a most careful canvass of the charity field itself in trying to find the unconvinced. This is because, if the movement is started from the charitable side, people will expect to see a far greater degree of unanimity among the different charitable societies of the city with regard to it. If, however, the demand has come from another direction, then it is not so essential that a fair degree of unanimity be reached before definite steps are taken. Under no circumstances is it absolutely necessary, because a few societies oppose organization, to delay the carrying out of plans. It may be said that the degree of thoroughness with which there has been a canvass made of charitable organizations, and the degree of thoroughness with which the majority of them have been lined up for any such plan, varies considerably. But wherever possible, it is desirable to make this canvass in the way herein indicated. Local conditions will show where the canvass must be most thorough and where it may be more superficial.

TRY TO FIND THE UNCONVINCED

The committee should very carefully canvass the field to learn if among the clergymen or the workers or executive officers of any so-

cieties doing outdoor relief work of any kind, there is any opposition to the plan. At this point it is well if the committee enlarges the horizon a little by indicating that centralized registration and investigation means the presence of a paid officer and the existence of a permanent office; and that practical co-operation in the way of securing employment and of discussing the treatment of families with others, is thus made possible. *But do not dwell at this time upon the need for adequate treatment.* It will only confuse and bemuddle the issue. There must be slow growth.

The committee should also heed the suggestions contained in a later portion of this circular entitled Co-operation with Highly Organized Religious Charities (see page 41). Among outdoor relief agencies should of course be included societies such as the Y. M. C. A., or Y. W. C. A., or Salvation Army, or W. C. T. U., whose work is primarily religious but who have felt obliged to do a little special relief work or maintain employment agencies, etc., also day nurseries, kindergartens and other societies dealing with children; also public relief officers and the judges of courts before whom come youthful delinquents or dependents. To these last two classes the existence of a society and an agent upon whom they can call at any time to make investigations or reports or to assume charge of families, will appeal with particular force. Local conditions must be considered to determine whether it is advisable also to seek the support of the leading public officials, of the mayor, of the councilmen or aldermen, etc.

It is desirable but not necessary that the directors and officials of institutions, including hospitals, should be visited. Of course the society will have more or less to do with such institutions and co-operation with them must be developed. It is a question, however, whether such co-operation cannot better be secured after the organization is in working shape than before. It is not worth while to spend too much time in this part of the field in the preliminary work. If they are approached at all it should be mainly on the side of the advantages which will accrue to them through efficient investigations of inmates or applicants for free care.

FORMAL ENDORSEMENT OF SOCIAL AGENCIES

At the most, not more than a month should be given by our committee of seven to this work. The members of the committee should divide up the names of people to be seen and, in every case, a personal interview should be arranged for. This is not so stupendous a job as

might appear, because the same men and women will be on many different boards. It is necessary to speak only to the leading spirits, to the persons who really direct the work. In some instances it has been thought desirable to have the formal endorsement of the charitable societies before the endorsement of the community at large in a public meeting. Whether this is necessary or not depends, as we have indicated, on local conditions. If some opposition has developed among the charitable agencies themselves, it may be wise to have a display of strength. If the business men do not grasp the new idea easily, and imagine that it is only adding to their burdens, then here also it may be desirable to have formal endorsement by the charitable agencies. In this case the meeting should be composed primarily of the clergy, representatives of societies and public officials.

Arrange beforehand to have from five to eight persons, who are known to have weight, to be favorable to the plan and to be ready speakers, prepared to participate in the discussion of the single resolution which should be considered at this meeting. This resolution should read that it is the sense of this meeting, composed as it is of delegates from various societies, etc., that an associated charities or charity organization society should be formed.

This meeting, it will be understood, is simply a preliminary one, *only required when it seems wise* to secure the formal approval of a group of charities or social agencies.

PLANNING FOR A BOARD OF DIRECTORS

The most important duties of our organizing committee are to interest the community at large and to secure in advance the consent of some twenty citizens, men and women, to serve on the board of directors. While heretofore emphasis has been laid upon centralized registration and investigation and practical co-operation between charitable societies, in this later canvass for directors, all the different angles of organized charity work should be used. It should be borne in mind that you are now preparing to struggle particularly for the support of men, prominent in business and professional life. Some of these may be genuinely interested in philanthropy, others not at all; some will believe that poverty has been too gently handled, others that there has been no charity, still others that "justice not charity" is required. Therefore, to some the scheme of registration and investigation will particularly appeal, to others the principle of adequate relief, to others the promise of eventual preventive philanthropy.

It becomes necessary to study the best method of approach for each man; to see just what suggestions thrown out are grasped by each one in turn. It is fatal at this stage to present the same argument to one man after another; the emphasis must be varied. It is impossible to offer any definite rules, of course. But above all else do not fall into the error of imagining that to all business men the systematization of charity work will commend itself. Many business men view charity from a remarkably sentimental point of view and must be approached from that side. "Watch your Man" should be the motto. Charity organization work is so catholic and many-sided that upon mere points of emphasis may depend support or non-support.

Another valuable point to be borne in mind is one which is emphasized by salesmen and those who must explain business propositions; and that is, not to attempt to force a decision if there is any hope of winning out by a slower process. In other words, if a man does not respond and then is forced to answer right away, he will answer in the negative. When a man once takes that position it is very difficult to change the decision. On the other hand, if there is any hope of a favorable outcome, and as yet your prey is not won over, it is more desirable to close the first interview leaving the thing in the air than to force him into a negative stand, because he is not fully convinced. Do not draw out a negative answer, in other words, unless you are pretty sure that it is coming anyway.

PLEDGES OF FINANCIAL SUPPORT

It is advisable that at this time there should be obtained at least a few promises of fair-sized contributions either from those consenting to serve on the board or from others.

This presupposes the preparation of an estimate for the first year's expenses. In making such provisional budget, the difficult items to be decided upon are the salary or salaries and the printing. The other charges will be more or less fixed. A little later an attempt will be made to present the itemized expenses of one or two smaller societies. But make the salary of the secretary as large as you can, and the printing allowance as large as you can; this will pay you in the end. Also note later remarks under the heading Budgets and the Question of the General Secretary (see page 45). Speaking broadly, for a proposed society expecting to expend between \$800 to \$1200 a year, pledges to the amount of \$100 or \$50 ought to be secured at this time; for societies with a budget between \$1200 and \$2000, \$250; for societies hoping to obtain between \$2000 and \$4000, \$400.

SELECTION OF BUSINESS AND PROFESSIONAL MEMBERS

The list of the proposed board of directors should contain the names of at least ten strong business or professional men. Search for the biggest, fairest and most open-minded in this class. By biggest one does not necessarily mean the most successful financially. You should not choose the absolutely unsuccessful man, of course, no matter how broad-minded he may be; but search for some broad-mindedness combined with force, as indicated by at least fair success. Such men will often have to be convinced that the thing is really worth their while, and that they are actually needed. However, when once you have persuaded a man of this sort that there is really something more to charity than "sewing circles" and that it demands a man's strength as well as a woman's tact and sympathy, you have won him, and for his lifetime, if you do not allow your work to degenerate. Naturally you will have most difficulty with the business men. You will more easily secure the consent of lawyers and physicians, for they may be appealed to on the score of the need of the professional services which they can render; yet do not allow the professional men to predominate. If you try for ten or twelve men, at least six of them should be business men. You will have your hardest work here, but *do not go ahead handicapped by too small a representation of those engaged in commercial and industrial pursuits.*

It is well to consider, also, whether a few promising young men—coming men—should not be on your list.

Since the preceding paragraphs were first written three years ago, the field workers of this department have maintained the insistence upon a membership of men everywhere. This has been fought out even in cities where the men have not been in the habit of doing any social work; it has become a simple axiom of the field work, and the writer refuses to believe that there is any place where, with due effort, there cannot be secured the right sort of men, though it may take a longer time in some cities than in others.

Then, again, the intelligent program of the charity organization movement is appealing more and more to men of broad caliber, who want to be in touch with a society which bases its conclusions upon hard facts and whose program of work is sufficiently complicated and broad to tax the intellect of the best business men of the country. Upon request, this Department will send the names of influential men who are actively connected with the work in different cities.

THE QUESTION OF FIGURE-HEADS

Before proceeding to consider who else should be asked to serve, a word is necessary regarding the conditions under which business and professional men should be asked to accept places on the board. This brings up the question of the figure-head. In larger centers and in many smaller ones, too, one or more men are often asked to go on the board because of the prestige given by their names, but with no expectation that they will even attend the meetings. Oftentimes most conscientious committees, who dislike anything resembling subterfuge, feel that they are obliged to make this concession. It is not possible to offer any advice which would be always the best to follow regarding this practice. It is not entirely reprehensible, certainly, to ask some very old man, universally beloved and with a mind still open to accept progressive ideas, but whose health is bad, to allow his name to be used in support of this new movement. But is it not safe to say that in smaller communities where there is something at least resembling homogeneity, there is less need of this practice than in larger places? Under any circumstances, not more than one or two figure-heads should be selected. This also by way of suggestion,—large contributions acknowledged through the press from men and women of high standing, but unable to give of their time, oftentimes carry as much weight as though the names of the contributors were carried on the board of directors.

MINIMUM OF SERVICE

As for those not secured as figure-heads, this minimum of service should be requested:

1. For all, attendance at monthly meetings of the whole board, and a readiness to advise the board or committees of the board between meetings regarding proposed policies to be followed out.
2. For professional men, opportunities to consult and make use of them in matters where their professional knowledge will be of service.
3. For business men, their co-operation and advice in developing financial resources and also opportunities for employment.
4. For those whom you have in mind for the executive committee (if you have one), which should meet every week or every fortnight, the service will be somewhat more exacting. This committee, which should contain five or seven members, will have direct supervision over the work of the society and its agent. It should contain two or three business or professional men.

REPRESENTATION OF CLERGYMEN

Coming to the question of the representation of clergymen on the board, it will be well carefully to consider the matter and to talk it over with some of the more progressive among the clergy. Many societies have started out with the deliberate policy of not having any ministers on their general boards and executive committees, though of course they were appointed on different committees of the society later. But in the smaller communities, where spontaneous movements arise as the direct result of the deliberations of the clergymen themselves, it often happens that the ministers are the only real leaders in social work, and it would be manifestly hampering the work to deprive it of their immediate supervision. There are factors in each individual situation to be considered. The great danger in the presence of a representation of clergy on the central board is that the business and professional men, recognizing their leadership in matters philanthropic, will placidly turn everything over to them and become simply silent partners. The ministers themselves should consider this possibility and, under some circumstances, they may think best to insist upon remaining off. The committee on organization, however, as a whole, should decide the question in consultation with the clergy. It should not permit too much strength to be lost, at the same time recognizing fully that the business and professional men must be as important members as the clergy. The number of ministers should not at the most exceed four or five on a board of twenty. If any denomination is holding aloof, especial endeavors should be made to have one of its clergy serve. Any minister who has come into contact with the work elsewhere ought to go on the board. There should be, if possible, a Catholic priest in the roster. There is one other danger in clerical representation which is generally absent in places where the movement is a spontaneous one, and that is in running into denominational jealousies and fights. A spontaneous movement is hardly possible in a place where the churches are fighting among themselves. With friendly churches and a fairly united clergy, the selection has few possibilities for embarrassment.

REPRESENTATION OF WOMEN

If the clergy are not represented on the central board, the number of business and professional men should be slightly increased; for the representation of women, which we will now consider, should not comprise more than one-third of the total membership. In the selection of

the women, embarrassment will often arise from the plethora of riches to draw from. There should be a representation of women already connected in a direct way with denominational charities, as well as of those who through women's clubs and similar organizations have become interested in some of the broader aspects of philanthropy and social reform. More often than not women will be found who have both of these qualifications. If there is some woman, well off, who scorns women's clubs and denominational charities alike, who glories in "individual charity," it may be worth while to put her on experimentally, if she can be persuaded. But it is not wise to leave off some valuable person for her. Such experiments are much safer after the society has found itself.

OTHER MEMBERS

So much for our twenty members. If, in addition to these, some labor union man, some skilled mechanic, can be persuaded to come on, he should be included by all means. But this is often found to be an impossibility until very much later. It may be best also to request the different charitable agencies, referred to above, to send official delegates to the board, in addition to the twenty. As *ex officio* members, may be included if deemed best, the mayor, the health officer, the judge in charge of juvenile cases, the head of the building department, if there is any, the president of any college or university, and the superintendent of schools. The *ex officio* members need not be active, but their connection with the society gives its officials a right to seek co-operation and advice from them at any time.

THE SOCIETY MUST REPRESENT THE COMMUNITY

One word of caution must be emphasized and re-emphasized. There is danger that the taking of the initiative by the churches or charities may limit the organization largely to official representatives of relief agencies, may form, in other words, an associated charities in its narrower sense. But no matter what the organization may be called, it should be representative, not only of the relief agencies, but of all those agencies which work towards amelioration in any way, as well as of the vast mass of men and women who have no direct contact with organized philanthropic work, but who do much in an individual way; in short the society should be representative of the community as a whole. Individual philanthropy has as much right to organization as the oldest relief society.

DECIDING ON THE OFFICIAL LEADERS

The committee on organization should, before taking the next step, confer with the twenty who have agreed to serve, among whom they are probably included themselves, as to the presidency and the chairmanship of the executive committee, which may be held by the same person or different persons. It is generally preferable that both of these positions be assumed by business or professional men. Sometimes the choice for one or the other seems to fall naturally to a clergyman. Everybody suggests him, he is apparently the natural leader. Let him then become chairman of the executive committee, if possible, and have a business or professional man for the presidency. Sometimes a strong woman may appear to be the natural leader, but it is to be desired that men should hold the two offices, even if this is the case. As chairman of case committee, for instance, as well as a member of the board, such a woman's guiding influence will have free play, while at the same time the men will not lose their sense of responsibility. Women themselves are generally the quickest to perceive that a society headed by a woman will not have quite the same status as one headed by a man, even if the woman's ideas and views are the ones which most strongly influence the society.

Any attempt to enumerate the personal qualities required for these two positions,—of president and chairman,—would be entirely superfluous. As a good combination, a man of quick action with a man of slow, cautious action, is suggested. Energy and definiteness must be somewhere in the combination; it must possess conservatism and liberalism alike, and genuine deep interest in both curative and preventive philanthropy. If there are two officers it is not necessary that they both possess all these qualifications. As to the other officers, their selection may be made now, or later by the board when organized, as seems best. Local interests and conditions of course vary too much to attempt to make any suggestions of value regarding them.

THE PUBLIC MEETING

As a final step before actual organization and incorporation, a public meeting is suggested, advertised generally as being called for the purpose of organizing a society and electing directors empowered to incorporate. This starts the movement off with a boom; it affords an opportunity for making an appeal for funds either in the shape of membership fees or contributions, and at the same time for having organized charity described by some practical worker in the field elsewhere. The

expenses of such a meeting, including the traveling expenses of the speaker, should be made up by the committee, with the understanding that it be reimbursed after the board has definitely organized.

A word of caution as to the selection of the chief speaker. Do not ask anyone to come who is not in actual touch with charity organization work in all its phases, and who does not know its latest developments. Actual touch means actual touch. Do not run after a great name or a facile tongue; what is required is someone who is a practical worker and who is an interesting speaker; not necessarily eloquent, but certainly interesting. Ask him to begin his address by giving a few biographies of families he has known himself and wherein the very best and most intelligent work has been done. Thus when he comes to a description of principles, he may verify them by immediate reference to this or that point in the biographies. Even the dry subject of registration becomes replete with human interest when illustrated in this way. His address should be largely confined to curative charity, for that is the first point of attack. A young society will find its active work during the first few years confined almost entirely to curative work (including repression of begging), and education should proceed along that line. With such a presentation the value and possibilities of curative work will bulk larger than before in the eyes of those who are leading the movement as well as those who are simply followers. Note how, by slow degrees, the movement has taken on new meanings. Originally, the primary need of investigation and registration; now, in addition, adequate relief and co-operation and insight and democracy and true humanity and all else which is a part of the wonderful curative work which is being done by so many modest field workers in these days. The speaker should describe something of the preventive work being done, but the emphasis should be on the curative.

At the end of his address should follow a few short speeches, and then the formal adoption of the resolution electing a board of directors. Immediately upon its adoption, the chairman of the meeting should direct the distribution of envelopes for the receipt of membership fees or contributions, or pledges for the same. Too much must not be expected from this first appeal. From fifty to one hundred pledges or fees or contributions is an unusually good harvest.*

* At one such meeting in a town of 30,000, a good collection resulted from the distribution in the seats of attractive cards, to each one of which had been attached, by a cord, a small pencil.

PREPARING FOR WORK

The board of directors so elected should as soon as possible meet and organize. Officers should be elected and articles of incorporation made out.

Before going on to describe the steps from this point it will be best to describe in what particulars a movement that is not spontaneous will differ from one that is. After final organization the two kinds of movements have essentially the same problems to deal with and may be considered together.

III

THE DELAYED MOVEMENT

INERTIA OR OPPOSING INFLUENCES

We have been considering movements fairly spontaneous in character, which only require right direction and organization. The other kinds of movements must now be considered,—the kinds which do not start of themselves but have to be developed like hothouse plants. It is in cities which possess rather well-established and influential relief agencies, denominational and otherwise, or which, on the other hand, are in a very rudimentary period without any particular agencies or interested churches, that the nurturing is generally necessary. Thus the two extremes meet.

It takes only a few determined persons, oftentimes, to bring about the change. When once a few earnest people are infected with the bacilli of organized charity, it is advisable that the whole subject be presented as part of the regular programme of some organization, preferably one composed partly at least of men. As a matter of fact this is seldom possible, and a woman's club or something resembling it affords the opportunity. Some speaker from another city should be invited. He or she should be selected from among those who have considerable renown and possibly eloquence, who have some general knowledge of charity organization work and who are keenly sympathetic towards it.

THE CITY WITH PRIMITIVE CONDITIONS

If the city is one in which there are no particular relief agencies and the churches themselves do little,—in other words a community in which indifference has to be contended with,—such a speaker should have a wide sweep. He should be asked to show very distinctly that the

way to grapple with social problems is to attack them in their infancy. If possible, he should be particularly instructed as to certain local problems, specific ones if need be, of neglect or mistaken kindness in dealing with individual families. He should be especially cautioned against making his address merely a description of the complex charity of a great city, charity absurdly ill-proportioned to the smaller city, but he should draw from the great city's experience those lessons which may have local application. He must, above all else, realize that the curative work must be developed first of all and he must lay emphasis on *true* curative work, not the slap-dash article which sometimes masquerades under that name. If he soars into the clouds and talks a decade ahead of the community, he may leave a "lasting impression on the minds of his hearers" but that is about all. Too much care cannot be taken in impressing upon a speaker, who knows many sides of philanthropic work, that what is most needed at this time is a talk on the primary charity organization work.

In an informal way, a committee of considerable size, say ten to fifteen, including all the ministers, the local editor, the school principal, besides business men and women, should be gathered together by the little nucleus before mentioned. It will take time and patience to secure this number, but it appears to be safer in an indifferent community with no particular charitable activities, to make a rather imposing show of strength as soon as possible. This committee should be organized for the purpose of securing the consent of twenty reputable citizens to serve on a board of directors who are to incorporate a society. In the main, the plan of campaign follows closely that suggested for the leaders in a spontaneous movement, excepting that only one public meeting may be required. Also it may or it may not be wise to have the final public meeting addressed by a worker from another city. In a city with nothing resembling systematic charity work, the need of some sort of society will be pretty generally acknowledged, and there will be no necessity, as there is in other places, of showing why a number of relief agencies requires a central society in order to do adequate work. As was said before, indifference is the principal difficulty here; no one can safely advance the argument that the new society is only a duplication of existing organizations. The most active sort of propaganda may be necessary nevertheless—much more active indeed than in the case of the spontaneous movement. There the principal care is to start the ship with the proper officers in charge; at the last, indeed, having a grand public launching as a sort of climax. Here the difficulty in the first place is to have the ship built properly. There must be a constant pounding of the con-

science of the public, through the press, from the pulpits, and in other ways which are possible and which will vary for each locality. The arguments for organization will also vary somewhat from those of the spontaneous movement. In the latter, centralized registration and investigation hold the stage at the start. In the uncultivated, neglected field the whole question of charity needs may be taken up. The need of something resembling system in order to deal with a show of fairness or decency with those who are "down and out" for the time being, may be preached broadly. In other words, questions of diplomacy, which are involved in the spontaneous movement as well as in the kind to be described later, are not so prominent here. There are no jealousies to allay, no people's feelings to be hurt, only as loud and prolonged blasts as may be necessary in order to arouse the community out of its lethargy.

THE CITY WITH LONG-ESTABLISHED RELIEF AGENCIES

We have now come to the third form of movement. In some of the smaller cities there exist certain agencies dispensing material relief in various ways, whose officers are perfectly satisfied with the condition of things. The need of a co-operative center for exchange of records and of experiences is not at all realized by the good people most intimately connected with these societies. They resent any imputations that they are not adequately filling the field or that an organizing society of any sort is required. These societies naturally have a large *clientèle* of subscribers who are apt to take their opinions of charity needs from them. Yet it is in centers such as these that there exists the greatest need for a co-operative organization.

AN OBJECT LESSON

The writer proposes at this point to describe just how the organization of a society was effected in a certain city where the opposition to it from charity circles was considerable. This is by way of suggestion only, for of course it would be fruitless to attempt to prepare any data of general application, when the conditions in each case vary so much.

A certain woman's organization, in the ordinary course of its program, considered the question of just what were the social needs of the city. The subject was considered in a broad way. There were many things really needed,—an adequate children's aid society, tenement house regulations, model tenements, etc. Children's work first appealed to them. They had one or two speakers on this subject, and indeed even went to the extent of preparing articles of incorporation. Yet slowly

among the members of the club there grew the feeling that the primary need was the need of an organizing society, a more pressing need indeed than the children's society, which could come later. There were societies of various sorts; but their work was indiscriminate and incomplete. There was also a vast deal of private individual relief work absolutely without any co-operating center. Having arrived at this conclusion, the women very wisely moved slowly. They did not attempt anything on their own initiative, ostensibly. But they began to talk about the social needs of the city and some men of larger views became interested in the subject. These men came partly from the ranks of the clergy and partly from the ranks of laymen already interested in philanthropic work. By and by, the idea of a conference was gradually injected into these conversations. The need of an organizing society was touched upon but was not urged too strongly; at the same time the women were quietly gathering together facts regarding the duplication of relief and fraudulent begging. They investigated several cases themselves and followed the thing right to the end.

A conference was finally called by members of the clergy and by laymen interested in charitable societies. The object of the conference was stated to be the consideration of plans for "the betterment of the condition of the poorer classes of the city." At the first meeting most of those present were of the clergy. Such broad questions as tenement house conditions, the reasons for the heavy death rate, etc., were considered. A central labor bureau was also suggested. Of course, out of such a discussion could not be kept the subject of charity organization. Yet no one had anything to say in favor of a new society; some vague form of unification was recommended but that was all.

A committee was organized to draw up a plan of work. Eleven days after the first meeting came the second. More missionary work was done during this period.

At this second meeting (really the third for the organizers of the movement, whose first session however was entirely informal), the number of business and professional men present who were interested in various societies was increased. In detail, eight of the clergy, one doctor and three business men attended. There was also present, by invitation, a deputation from the woman's society before alluded to. The committee on plan of work first submitted its report: It commended to the attention of wealthy men the need for more and better dwellings, recommended that the sanitary regulations be amended, and spoke for a central employment bureau, with possibly a woodyard. Coming to the charity

field, it suggested unification of relief work through a permanent conference and the carrying on of relief work along church lines. Then the leader for the women was invited to speak. She told of the study made by her organization, of the conclusions it arrived at, of the investigations which had been made. Then she boldly presented a scheme for a separate organizing society which should not dispense alms in any way. Co-operation, investigation, registration, friendly visiting and conference meetings were described and their values presented. Employment work was emphasized also. Though the gathering was a conservative one, the plan was adopted at that meeting. It would probably have been rejected at the previous meeting, but the step had been prepared for.

At once, preparations were made for a more representative meeting, many personal interviews being held. Communications, carefully prepared, began to appear in the newspapers. The third meeting, for which printed invitations were sent to all interested societies as well as to prominent citizens, was attended by over thirty-five persons. Fifteen of these were women, seven were ministers. For the first time the Catholics participated. The plan as presented was re-adopted and a committee formed to arrange for a general public meeting. One month later this meeting was held, which was attended by three hundred and fifty people, about one hundred of whom were women. The chair was taken by the Mayor of the city and there were other distinguished persons present. The plan was presented by the chairman of the old conference, who was followed by the spokesman of the woman's committee, again citing specific instances of the inefficiency of unorganized charity work. An eminent worker from another city spoke at length upon what had been accomplished by the movement elsewhere. A number of short addresses were made by other prominent citizens, only one of whom was a clergyman. All of those who spoke were men well known in the community; all were contributors to various societies; not all were active members of the boards of directors of those societies.

The public meeting endorsed the plan. Then and then only were preparations made to draw up articles of incorporation and make up a board of directors. As one looks over the plan now, the ingenious scheme of *slowly* gathering strength certainly commends itself. First the women saw the need; a few men were interested, by private conversation, in general plans for betterment of conditions; and these men passed the good word along to a few others interested. Then the first conference was held; various plans for social work were considered; unification, vaguely, was suggested; but the need of something along this line was

conceded, only not a new society—perish the thought! A few other men were interested privately. Then a second meeting; a committee still preaching unification, but no separate society. Then an overwhelming address, showing facts regarding the need of organized co-operation for both societies and individuals, but so strongly stating that the new society should not give *alms* that the objection of duplication of work could not be convincingly raised. At the psychological moment charity organization work was presented graphically to minds already half prepared; from that time the movement gained momentum at every meeting, though personal interviews between times were many. Of course, many remained unconvinced, but the movement could not be stayed.

It is true that a society might be organized under similar conditions without all this “bother and worry” and fail within the first year, just as two previous movements in this self-same city had ignominiously failed and had, in fact, cast discredit on any new movement. An agitation with plenty of open hostility to contend with must be most carefully and slowly nurtured into mature strength until it sweeps everything in front of it.

The committee appointed at the public meeting canvassed for the board of directors after the manner already indicated in the “spontaneous movement.” When the board was completed, it consisted of twenty-seven business and professional men of high standing, with an auxiliary of six women, who were qualified to serve on all committees, including the executive. The executive committee was organized with ten members, four of whom were women.

IV

MAKING READY FOR WORK

OTHER SUGGESTIONS FOR THE ISOLATED

Wherever it is difficult to overcome the actual inertia of a community, and where there still are only a few interested, it may be well for an attempt to be made to obtain a social outline study of the city, similar to the one described in another pamphlet published by this Department.* It is quite possible that, in a study such as this, the industry of only one or two persons even will dig up social facts that will shock others into a community of interest with them. In the case of inertia in a city under 20,000, the gathered statistics may also serve to indicate whether there is work enough for a society to do.

* The Inter-relation of Social Movements, page 5.

From actual incorporation to the opening of a regular office and the beginning of the salaried secretary's work, may be possibly a matter of several months. In one case of a most successful society the writer recalls that four months intervened. This was a society of considerable size, however, and shorter periods will often be as satisfactory. The two principal tasks during this time are the selection of a general secretary and the securing of more contributions or membership fees.

SELECTION AND TRAINING OF GENERAL SECRETARY

As stated before, any city over 20,000 should obtain sufficient funds to secure a trained charity organization worker from some other city as general secretary. Such a selection should be made with the advice of the executive officers of other societies. It should be said, however, that never should a person be actually elected to the office without having had first a personal interview with several members of the executive committee. Personality counts for a great deal, and it is well to see just how a person will "fit in." By all means have the candidate come to the city and meet the entire board of directors, if that is possible. It is extra hazardous on both sides to enter into an engagement at long distance.

In the case of a smaller city, the board of directors may decide that it must engage someone already living in the community who, by reason of family and social ties, can perhaps be secured for a lower salary than would attract an outsider. Here comes an opportunity for pursuing a broad-minded policy which should not be neglected.

It will mean much to the future work if, when such a person is selected, he or she is sent on salary to the nearest place where there is a society of large proportions and told to do active case work in that society for a month or so. There is nothing more broadening in the whole range of social endeavor than the field work of charity organization societies, because that work touches at many points every possible agency for betterment or progress. So nothing can take the place of that training. There one gains that alertness and technical skill and comprehensive imagination which books may suggest but cannot instill without practice. There one also gains that large acquaintance with charitable resources, private and public, city, county and state, which is so necessary in order to labor intelligently.

In selecting a person from the community itself, education should be insisted upon as well as ability, altruism, tact, a not over-impetuous temperament, some sense of humor, and good physical health. Guard

against that kind of worker from some other local society or church who is set in his ways and who may force the work into the grooves he already knows.

THE MONEY QUESTION

Some may be skeptical as to the presence of a "money question," before the society is actually working. Nevertheless there is one. If on the day that the office is opened there is in bank money to pay anywhere from twenty-five to fifty per cent. of the first year's estimated expenses, the burden of supporting the society will be rendered very much easier. The nearer to fifty per cent. the better. The writer knows one successful society recently organized which had a full half of its first year's expenses in bank a month before the office opened.

It is not possible to seek for general public support at this time, but all the larger contributions, and there will always be some, should be personally solicited by members of the board in this interval. The women particularly may be of assistance here. If contributions are obtained at the public meeting, these will also be added. It is not advisable to start any comprehensive scheme for canvassing the entire city, though such schemes may be considered. But the endeavor should be made to raise at least twenty or twenty-five per cent., in all, in these special ways. Of course, absolute pledges will be as acceptable as the money, but no society is starting upon a strong foundation if it does not know *absolutely* whence it will draw a quarter of its first year's expenses.

The financing of a charity organization society is very rarely an easy task. It becomes almost insufferably difficult if it develops into a fight for money from the very first day of actual work. Here, as in actual organization, haste oftentimes means waste if not absolute failure.

UNDERWRITING PLAN

Some of the more progressive societies which have been organized during the last two years have adopted a policy of underwriting. This generally takes the form of the board of directors (or a portion of it) underwriting the whole estimated expenses for the first year. In case the contributions received during this year do not equal the estimated expenditures, the underwriters pay their *pro rata* share of the deficiency. The adoption of this method means that the society has a full year in which to justify itself, and that neither the board of directors nor the secretary need worry about its getting upon the financial rocks before it has had time to establish itself as a working agency. The underwriting

scheme should be used more generally, the writer believes. Instead of decreasing the responsibility of a finance committee, an underwriting is much more liable to spur it on to increased activity. In other cases, where there is not on hand or promised a sufficient percentage of the estimated first year's expenses, there should be a limited underwriting which will bring the amount of money available up to the safety figure. In case the underwriting is to be drawn upon during any part of the first year, the underwriters may be protected by having the money borrowed from a bank upon a note which they endorse and which is not payable until the end of the first year, so that if sufficient funds to cover all expenses are eventually raised during the first twelve months, the note is redeemed without the underwriters being drawn against.

Another advantage from the presence of assured financial support is that it makes possible the opening of the work at a time when the pressure of it will not be absolutely killing. The salaried secretary should enter the field in the summer or early fall. Then there is time to become acquainted with local charitable resources and with other workers, to do useful things for them, and to become acquainted with some needy families, especially the "chronics," before the inevitable rush begins. But it is difficult to do this if one is relying for support on current contributions, because it is harder to secure subscriptions then than at other periods of the year.

V

SPECIAL PROBLEMS OF ORGANIZATION

There are several special problems of organization which it would be well to consider here. We refer (1) to the possibility of organization in towns of less than 20,000; (2) to the question of county or groupal societies (covering a group of small cities easily accessible to one another); (3) to the re-organization of old societies which are drying up; and (4) to the utilization of the central council idea.

THE SMALLER CITY PROBLEM

There can be no question of the need of charity organization methods, indeed, in even the smallest of cities or towns. Nevertheless the difficulties of supporting such a work are many. As a result of experimenting, we make it our policy to suggest to a town of between 10,000 and 20,000 that it attempt to gain some idea of its local social

problems, assuring it of the fact that there are successful organizations with paid workers in places of even 10,000. In one such place, which has quite an effective society organized within the last two years, those interested secured, in order to make sure of their ground, data along the following lines, as described in an article in the *Survey*:

RECORD OF A SMALL CITY

Preliminary to a consideration of the need of an associated charities in Port Jervis, N. Y., a railroad town with between 8000 and 10,000 population, it was decided to learn just the size of the superficial poverty problem. It was known that there were many applications for aid and many criminal cases. But it was thought worth while to learn what the real conditions were. The figures, the result of research and of daily records kept by a number of business men, are surprising:

In the year there were 200 applications for aid, of which eighty-three were to the charities commissioner, forty-four to the church societies and seventy-three to the Grand Army of the Republic. In two months the Y. M. C. A. had twelve requests for work and the Erie Railroad shops 200 in three months. Only sixty of the last were granted. In two weeks four restaurants had five applications for aid daily, a shoe store five, a bakery six, a butcher shop five. Many stores which were asked to keep records said they had refused aid in all cases. Five ministers reported sixteen applications and ten housekeepers four each in two weeks. The courts dealt with 410 criminal cases in the year.

Of course there are duplications, but the investigation is worth serious study by other cities of the same size. It must be remembered that Port Jervis is by no means rich. It is simply a railroad division city and consequently is in one of the main streams of travel from east to west. Even so, this study makes out a *prima facie* case for an associated charities with paid workers in every railroad city of over 7500. Port Jervis has gone ahead energetically to organize and to train a secretary, realizing that it has only scratched the surface, and that there is much more social work to do besides handling the superficial poverty problem.

Upon the basis of this showing, it was possible to convince a number of business men that there was need in the city of a social worker, who would give at least half time. Such a potential social worker was found in the city itself. Since then she has received special training and the work is progressing very satisfactorily, except for this, that the secretary is actually giving most of her time though receiving only half-time salary. It may be that, in connection with such an examination of superficial problems, there should be a gathering of data of the kind indicated in the social outline before referred to.* But where there is absolute ignorance, the kind of preliminary inquiry made in Port Jervis must certainly precede the other. In a rough way, it indicates the number of families which must occupy the attention of the worker, and demonstrates that it is impossible for the volunteer work to go forward further without co-ordination and leadership. In utilizing the suggestions made in the social outline, it would be well to pick out certain

* The Inter-relation of Social Movements, page 5.

important matters in which the showing will leave a distinct impression that there are real family and real social problems present.

In cases where such an inquiry is made, the services of this Department are placed at the disposal of any group of people who desire advice as to ways of meeting conditions which are apparent. While it cannot be too distinctly stated that, with relation to places of between 10,000 and 20,000, the general principles of organization are not as clearly defined as in the case of cities of over 20,000, still we believe that the chief difficulty will lie in the fact that the smaller cities must pretty generally make use of the services of some local person who must be fitted to take up the work of secretary by going through a short training in another city.

With cities under 10,000 there can be nothing but a special working out for each individual case; this is particularly true of cities between 5000 and 10,000. Where cities are 5000 or under, we are inclined to urge that they consider the committee organization plan; that is, that they do not attempt to have a society, but a committee instead, with some form of registration in the hands of a competent volunteer. As a preliminary to this, we always urge upon such committees that they follow a course of study for a time before attempting to develop family treatment. Where a society is organized with a trained worker in charge, the reading follows the beginning of work. But where volunteers, who have had no contact with the work, are obliged to lead, it is desirable that they should receive whatever mental training and broadening of vision is possible through a study course before they begin work. This study should involve the consideration of from 8 to 12 topics with allied reading. We should be pleased to help in suggesting the right kind of course for a committee of this sort. The committee should include the charity workers of the city and other interested people. It is particularly desirable that those graduates of colleges, both men and women, who have had courses in social science or philanthropy, should be brought into the work.

There is another escape for the small city, which will mean both the best utilization of volunteer forces and the services of a trained worker; this is the county society plan.

THE GROUPAL OR COUNTY SOCIETY

There is no reason why a group of cities of from 3000 to 20,000 which are within ten to twenty-five miles of each other and are connected by trolley, should not organize a groupal society to work in them

all. This groupal idea is still in its experimental stage, but there is no reason why it should not meet with success under the right kind of leadership. It would mean that each city should assume responsibility for a certain proportion of the expenses of the society; that the office should be located in the principal city; that there should be sub-offices, which ought to be obtained without charge, in the other cities; and that a trained worker should be engaged, who should divide her time among the cities, according to the volume of work in each. Thus she could be in one city on Monday and Tuesday regularly each week, in the next city Wednesday and Thursday, in the next on Friday and Saturday. Such an arrangement would require that in each city there should be one or more volunteers who would agree to attend immediately to any emergency in their respective cities, in case it was impossible for the secretary to come at once.

The groupal society might practically be a group of small societies who have entered into an agreement each to take a certain part of the time of the secretary. Even if this form were adopted it would be most advisable that there should be a joint committee, one from each society, to reduce any friction which might be occasioned by the belief of one society that another was getting a little more of its share of the worker's time than was agreed upon. If there were simply the one organization, then there would be local committees in each place to raise the necessary money and to help in the treatment of cases, etc. There would have to be a directorate for the whole society, which might be composed of only one or two delegates from each one of these committees. It would not be necessary for the directorate of the whole society to meet, excepting as might be expedient. That is, the active executive direction could rest in the local committees, except when some broad public policy concerning them all, or the need of ironing out relations between the different committees, was apparent.

REORGANIZATION OF DRIED-UP SOCIETIES

The problem of reorganizing societies which have dried up certainly has a place in this discussion. Many such societies have started out upon the broadest basis and with best ideas, but were too timid at the start. Instead of waiting until they could engage their leader, they picked up somebody who needed a job and put him in as secretary. Then, when the society did not live up to expectations, and simply degenerated into a dole-giving association, the broader-minded supporters left it and it began to dry up. It is seldom that these dried-up organiza-

tions actually die: a certain portion of the community will keep on referring families to them without any sense of responsibility as to what becomes of the families. Then again, of course, there are the superficial results; that is, the immediate actual destitution is satisfied, or seems to be, and many people do not think beyond that. Therefore, as said before, these organizations do not actually die. And more than that, there are many stages of the drying-up process. We have indicated the worst; there are many societies which are now, or in the near future will be, passing through some of these different stages—that is, they will have some good points and do excellent work in some directions, and yet will not command the sympathy of the most broad-minded and socially-minded men and women in the city.

The reorganization of such societies is the most difficult single problem in this field of social work. In the first place, the directors are liable to be the very last people who feel that a change is needed. Then, when a few of them do realize that they are not up-to-date, the eternal personal equation comes up; that is, they dislike to endorse a change which they fear will involve, sooner or later, a change in the general secretaryship, and therefore the displacement of someone who may have served them to the best of his or her ability for a number of years. Of course, there is the argument to be used here that the interest of one person should not stand against the interest of the many families which may be suffering from the neglect of their deepest needs; nevertheless, the social imagination is, as yet, but slightly developed in most of us, and often a faithful but narrow secretary stands in the way of immediate reorganization.

It has been the experience of this Department that the movement for reorganization more often begins outside of the society than in it; that is, other social agencies and representative people begin to insist upon and urge a change. Some of them may have read of the work in other cities; one of them may have visited an active society in another city, a third may have taken a course of study in college or elsewhere—there are many ways in which the beginning may come. It is distinctly a waiting game. There have been occasions where, after the first people waked up to the need of a change, three years have elapsed before the right opportunity arrived.

It would be absurd, of course, to indicate any definite line of procedure in connection with one of the most intricate and varied of problems. This, however, should be hinted. It seems to be true that outside aid is even more essential in such a situation than in the case of a new

organization. This means that some other social agency, a woman's club, or board of trade, or tuberculosis association, or a group of them together (which is preferable), should invite some representative of the charity organization movement to come to the city to suggest a better co-ordination of the existing social work. Distinctly, the purpose should not be stated as meaning a reorganization of the old society itself. When a worker comes with such a general invitation, it will be possible for him to make suggestions about the work of one or more of the other social agencies. Of course, inevitably, he finds the lack in the local charity organization field, and that plays an important part in his final presentation of the city's social needs. Such a surveyor of the field should be invited to address a public meeting towards the end of his stay, and should be asked to make a written report covering all of his recommendations. With the presentation of this report, there may be appointed a committee to urge its recommendations upon the different organizations, including the charity organization society. Thus, while the impetus is a local impetus, as a matter of fact it is based upon the recommendations of someone who comes as a stranger, and is, therefore, by reason of his view of things from a point quite outside of the conflict itself, able to make clearer recommendations than anyone in the city.

Every such reorganization does not require this mode of attack. It may be that the board of directors have waked up and made the change themselves. Wherever, though, the preliminary difficulties seem to be insurmountable, wherever no impression appears to have been made, this form of attack may be worth considering. It has been successfully tried in several important cities.

UTILIZATION OF THE CENTRAL COUNCIL IDEA

Where the number of social agencies and of churches is comparatively small, and where the group of those interested in the different kinds of work is homogeneous and comparatively small, the board of directors of the associated charities may practically represent all of the philanthropic interests of the city. In this case, there is no need of any more formal federation among the different social agencies. Where, however, the situation has revealed that different workers are getting into each others' way, by not knowing each others' plans, and where it seems to be impossible for all of the philanthropic interests of the city to present a united enthusiastic front in the attempt to carry through a public measure, for instance, then it is time to consider the feasibility of the central council idea. This is conditioned, however, by what is in-

dicated in the paragraph below as to necessity for good feeling between social workers even if indifference is present. This idea is embodied in a constitutional provision which is now sent out upon request with the standard form of constitution for an associated charities offered by the Charity Organization Department. In substance, it means a loose federation of social agencies and of churches whose relations to the associated charities are purely advisory, and who must inevitably exert a controlling influence in the social problems of the city.

Two facts are to be noted with reference to the central council idea, both of which have been demonstrated by field experience. One is that the central council may serve as a very useful battering ram in effecting the reorganization of an old society; in more than one place it has aroused in the local society a new sense of the importance of taking and occupying a more responsible position. The other is that it is dangerous to create a central council in a place where different groups of social workers are more or less antagonistic or jealous of one another. Wherever there is a fair degree of cordiality and interest, there you will find a field ripe for the central council idea. Wherever there is the other kind of feeling, it is well to develop a mutual understanding by having a simple conference which monthly brings the different social groups together to consider questions of common interest. After they have got to know each other pretty well, and the old feeling of suspicion has passed away, then the central council may develop out of these conferences.

VI

THE FIRST TWO YEARS

No movement of this sort, either spontaneous or nurtured, will ever be successful unless, before the commencement of actual work, it has an active, interested and enthusiastic band of partisans behind it. That is why the propaganda of the preliminary period has been so much dwelt upon. It is necessary to have not simply the perfunctory, intellectual approval of a number of influential people, but their conviction and determination as indicated before.

With the actual commencement of work there comes the really troublesome time and many a shipwreck. To begin with, nothing made by man is perfect. What a constitution describes as the objects of a society's organization and what that society can actually accomplish, especially during the first two years of its existence, are two very dif-

ferent things. Moreover, what people think are the objects of a society's existence and what those objects really are, are also two very different things. During these first difficult months it will often appear to the harassed ones who are directing affairs, that both friends and foes are doing their best to bring about a failure; foes by putting the society to all sorts of tests; friends by becoming impatient when it does not accomplish things over night, and also by asking it to accomplish the impossible.

The writer recalls a society in which the general secretary, with practically an office assistant only, was obliged to deal with 208 cases during the first three months of work. In addition, he carried on a good publicity campaign, helped to organize the financial campaign, put four or five beggars out of business, had four legal cases, was helping to organize the visiting nurse work, and was doing all sorts of investigating for the city poor relief officials. Yet someone of the zealous members of his board was inclined to believe that the pace was not fast enough. As a matter of fact it was too fast; it can be said with absolute certainty that no society in an ordinary city should be expected to have any sort of hold upon the situation in less than two or three years after organization.

Let us consider in detail, therefore, this first crucial period of two years. At the end of that time a society may be considered to have reached years of discretion and to be able to guide itself without outside advice. In the first place, it may be stated generally that it is rarely advisable for a new society to take up active preventive work during these first two years, for it will need all its energy properly to develop the fundamental case work. Preventive work grows naturally out of case work.

REGISTRATION

Despite the importance of registration, too much time should not be given to it during the early months. During this time, the secretary should be endeavoring to develop the case work and incidentally should be making investigations to obtain the necessary information about the use of other agencies. There should be an invitation sent out to all societies and churches to register, and, if possible, the names of the families coming to the outdoor public relief department should be obtained. If an attempt is made to organize the registration rather completely during the first two months, the burden may be found too much for the limited force.

It has been conclusively demonstrated that the kind of registration which is most effective is of the skeleton form. That is, the societies now having the best registration bureaus simply ask for the names,

residences, and a few other identifying details regarding the families which come to them from other societies for recording. There is no attempt made to record the information which these other societies have about the families. The cards indicate which societies have dealt with each family. If the associated charities finds that it is obliged to take up one of these families, or that another society or church is taking it up, then it gathers either by telephone, or letter, or personal conference the necessary information from different sources. This is by all odds the best method of registration. This, of course, does not refer to the case records of the associated charities itself.

If a society opens its office during the summer or early autumn, it will be able to do more registration work at the start than if the opening day comes in the early winter. Just as soon, however, as societies and individuals begin to call frequently upon the secretary to advise or treat families, let the registration work drop for the time being, excepting where you wish to demonstrate the usefulness of the society in some special way, as, for instance, in the comparison of lists for Thanksgiving or Christmas dinners, or when you believe two churches are badly duplicating each others' work.

When, at a later period, you can take up the registration work again, emphasize it as a positive factor rather than a negative one. Registration does check duplication and over-lapping. More important than that, it increases the value of the service to the family which is under treatment. When you know just what sources to turn to for past experiences with this same family, you are able to serve the family better, and are improving your own work as well as the work of other societies. Even with this positive emphasis you will probably encounter considerable opposition, especially from societies and churches otherwise friendly, to the exchange of records. Where this is so, you must take the next best thing; that is, not to urge registration to the breaking point, but simply to consult these societies when you have the opportunity in connection with the investigation of individual families of which they have knowledge.

The policy of delaying registration suggested above may subject a society to criticism by precise people and fault-finders, because duplication may not be entirely eliminated; but it is easier to bear this criticism than to have the society enmeshed in registration work and unable to give sufficient attention to the immediate case work. Do not, however, allow the registration work to lie indefinitely upon the table. Of course, the value of registration increases with the size of the city; but the kind of service that it renders is necessary in every city which has a charity

organization society. There was a time when there was a reaction against registration, because its function was not understood. As afore-said, registration means better service for both the community and the families which are treated.

INVESTIGATION

This is not a treatise on investigation, but a discussion of a few points on the development of investigation in a new society.

It is desirable that a new society should soon serve as a place to which are referred for investigation applicants going to church or other relief agencies which have no trained workers. One is apt to secure such co-operation more quickly from agencies which are not church societies: some churches will make use of the society in this way from the start, and some will not. The development on this side should be a natural one, it should not be forced. Sometimes societies are asked to make investigations for other kinds of organizations and institutions, and it may be that the new society will be forced, as a matter of policy, to make such investigations. But the writer believes that, as much as possible, the new society should keep out of this kind of investigating, unless the field is so restricted that practically the same group of families are being treated by all concerned. At least, there should not be too many entangling alliances of this sort before the society is firmly established. It is quite possible for it to undertake so many investigations for other agencies as to be unable to do any thorough case work itself. When all is said and done, it must be remembered that the society is going to achieve public support upon the basis of its case work during the first year.

It must be clear that, in addition to the work for the relief agencies, all investigations for private individuals should center as much as possible in the one office. Indeed, continued efforts should be made to bring this about by widely distributing slips for the reference of people to the society from private residences, business houses, etc. There should be no let-up in this part of the campaign, and in meetings, etc., special emphasis should be laid upon the point. It should be pointed out that there is a public office, open every day, with a paid worker ready to go out upon the call of any citizen, and ready to go immediately if there is an emergency. The reference slips for referring applicants should give an opportunity for those referring to say in what way they can or will aid, if aid is necessary; and should also make it possible, by supplying

with each slip a coupon to be sent through the mails, for the society to investigate, even if the applicants do not come to the office as requested.

One important point: Never fail to acknowledge receipt of an inquiry on the same day that it comes. This may be done on a postal card without mentioning the name of family concerned, thus—"Your inquiry regarding destitute family received. It will receive our immediate attention." Within a few days a partial report, if a completed one is not possible, should be forwarded, making suggestions, and telling what may be done if the investigating yet to be done does not change the aspect of affairs. In this way people will appreciate that delays in answering do not mean slowness. It is far better to follow this plan than to wait until you can answer finally and completely. When you wait, you do not always remove the impression from people's minds of long delays.

Make the report pithy and suggestive. Do not simply state facts, but suggest what the inquirer can do, what the society will do, and who else possibly may co-operate.

CO-OPERATION, TREATMENT AND CONFERENCE

These three phases of charity organization work are so closely related that they should be considered together. Here again there is to be no discussion of ideals, but a few practical hints.

To begin with, do not be discouraged if there appears to be a tremendous distance between what you hoped to accomplish and what you actually achieve. This sentence does not mean that one should complacently sit down and not try to lessen the difference; effort is essential or the society is doomed to death or senile decay. Under the best conditions, it may be confidentially whispered, there are still tremendous distances. The charity organization movement is still in its infancy. While there is bound to be this disparity between accomplishment and ideal, yet it must be remembered that there are compensations for the secretary of a new society. Even the simplest things which he does, or which are done by volunteers with his advice, are so far ahead of the ordinary kind of work done with families that the community is likely to be quite appreciative of them. In other words, the slightest step forward is bound to be appreciated up to its fullest value and probably beyond it. Secretaries who have gone to places where there is much to do scarcely know where to begin. But they know that they cannot avoid doing things from day to day which will attract attention to their society and increase the community's interest in their work. There is

this compensation to the pioneers in the movement, both to those serving as volunteers and to the secretaries themselves.

Some suggestions have already been made regarding co-operation in registration and investigation. Supplementing these, the general secretary should, without being officious in his relations with officials or with interested private persons, offer to do things for them in his own special line which will make him more and more valuable to them. A secretary who is obliging, tactful, and energetic will make more friends for the society than the most influential member on the board. Every time he helps somebody else out, he demonstrates anew the value of a paid social worker.

One grave danger in the first year of a new society is that the number of cases in which *apparently* questions of material relief bulk larger than anything else, will be so considerable, that before one knows it both secretary and advisory committee will find themselves discussing nothing but material relief. *Conscious effort must be made to guard against this.* Be assured that the other questions are there, only they have not been brought to light. One way of getting surer foothold is for the secretary or committee to begin to pay especial attention to the individual children in particular families; problems are thus unearthed which require solving, and from that time the work will become increasingly valuable. We suggest child problems as a good point at which to begin to broaden the work, because in smaller cities charity organization societies have to do much that is done by special children's societies in larger places.

It will be of material assistance, also, if interested members of the board, particularly women of leisure, take upon themselves the burden of planning and working out a course of treatment for a few families, thus relieving the secretary of a little of that really heavy sense of responsibility which every conscientious worker feels in a new field, facing partial chaos. The knowledge of things undone grows upon such a one like that familiar form of nightmare in which one wants to escape some impending danger and cannot move.

Another suggestion regarding treatment: It will be well for a new society occasionally to consult some worker in an older society as to how this or that difficult problem would be dealt with if the older society were facing it.

As to conferences or committees in connection with treatment: Organize as soon as possible a committee which shall consider cases brought to it by the secretary. Such a committee may meet once or

twice a month, and the secretary should be at liberty to consult the chairman or other members between meetings. As to membership: There should be a few members of the board upon it; also, as far as possible, ministers or other representatives of churches, representatives of other charitable societies, one or more doctors, a lawyer, one or more school principals or teachers, and other individuals who can give practical advice. If a labor man should come on it would be worth all the effort necessary to secure him. As to other conferences to consider general problems: It is well to delay their organization until the case work of the society is running with some smoothness. Where a society has only one or two salaried officers, the arranging of such meetings should be undertaken by volunteers.

The organization of the friendly visiting work may center around the committee on treatment or around a separate conference. In the friendly visiting work this rule should be laid down: If churches or societies or individuals undertake regularly to visit families given them, it should be agreed that the organizing society is still responsible for their care and that the visitors are subject to the advice and decisions of the general secretary or of the treatment committee. If this is not done, the society will be involved, sooner or later, in embarrassing situations with people who have referred families to it, which it has assigned to the independent charge of some other society or person. The public holds a society responsible for the people referred to it and will not accept any shifting of responsibility. Insist, therefore, upon co-operation in this respect, upon having all cases in care of some officer or committee of the society, and subject to their decisions with reference to treatment. Of course, every society wishing to do friendly visiting is assumed to have representation on such a committee. The writer knows of a society which had the decentralization plan. That is, families were transferred to the care of friendly visitors' conferences which had no organic relation with the society itself. For years some of these families did not come to the society again. Then, accidentally, it was discovered in two or three instances, that they were still being visited by these friendly visitors. That was all right, only it was also discovered that these friendly visitors had sloughed off any exterior covering of right methods of treatment, and had simply become reckless almoners—the destroyers of these families.

BOARD AND EXECUTIVE COMMITTEE MEETINGS

In some places it will be found possible to hold monthly board meetings, in others only executive committee meetings. In the latter case, the whole board will come together only two or three times a year to hear how affairs are progressing and to approve things generally.

Whichever is the active body, whether the board or the executive committee—in exceptional cases both may be—there will be much for it to do in connection with the finances, as indicated later. To it should be brought of course any broad questions of policy; for instance, the memorializing of a city or county department regarding some general reform. Just how far it can be brought into contact with the actual case work is sometimes a perplexing thing to decide. A very workable plan is to bring up one or two difficult cases at each meeting and ask for advice. It is a mistake not to have this body become acquainted with the details in the history and treatment of some of the families which are being cared for.

Some boards find it advisable to bring up some special subject to be considered at each meeting. The general secretary should endeavor to vary these special subjects as much as possible, and should draw them out of the actual experiences of the society. It is generally agreed, among the best secretaries, that in their reports to the board they should deliberately suggest more lines of development for the society than it can possibly take up, for a time at least. Their idea in doing this is simply to put out feelers to see which of the different plans appeal to this or that member of the board. When the actual case work is started, there are so many possibilities for development that inevitably a choice must be made. But the secretary should endeavor to have the choice made by the members of the board, and in this way interest them in the things which attract their attention. This does not mean, of course, that something which simply demands attention immediately should be side-tracked, in order that there may be variety in the plans. If a whole neighborhood is suffering from bad sanitary conditions, that ought to be hammered at incessantly. But a skilfully arranged program will reveal, to those who know, the constructive mind, endeavoring gradually to broaden the vision of the society by discoveries made in the case work itself.

ADEQUATE RELIEF

As soon as the society is actually at work it will be necessary to enunciate the principle of adequate relief. Generally it is not wise or helpful to dwell much upon this principle in the preliminary prop-

agenda. This is because people will gain the impression that after all the society is only another relief society, with high-sounding purposes. It is far better to wait until concrete cases are found in which the usual sources of relief are inadequate. Such cases should be most carefully investigated, and every possible resource approached. Then, if something is still lacking, the committee on treatment should draw the attention of the executive committee or the board to the situation. It will then be necessary to consider whence the supplementary relief may be obtained. There will have to be a canvassing of societies, not essentially charitable in their nature, as to whether they will help in these special cases, and a canvassing, too, of private persons who may be occasionally approached for the same purpose. The question may be considered as to whether appeals in the newspapers, without names of families but detailing their circumstances, should be tried or not. An appeal should never be so definitely worded that the family would be identified by any excepting those who already know it.

EMERGENCY RELIEF

It is absolutely necessary that there should always be on hand a small fund to be used in emergency cases pending the securing of other relief. Some societies now provide in their constitutions that such relief may be given out of the regular funds. Otherwise, some body or some group of persons must arrange for a private fund. The secretary must not be handicapped by the inability to do something *at once* when it is required. Emergency relief is generally given in comparatively small amounts.

EMPLOYMENT

Industrial agencies, wood-yards, sewing-rooms, etc., may or may not be established during the first two years. The policy of the smaller societies already organized varies much in this respect. Many of them have found, as a measure of self-protection, that they must have wood cutting or some other form of work immediately available for wandering single men, especially when tramps are numerous. No advice can safely be given by one unacquainted with local conditions on this point. It should be added that the tendency now is towards the creation of municipal lodging houses for the care of wanderers. This particular burden should be borne, if possible, by the whole city.

New societies should avoid by all means the establishment of employment bureaus as such. They must, of course, find opportunities for work for those who are able to work among their own applicants, but

that is a different thing from having an employment bureau to which anyone can come who is seeking work of a certain kind. When there is such an employment bureau, the tendency is for it to increase its business at the expense of the family work.

THE FINANCIAL CAMPAIGN AND THE PROPAGANDA

No matter how beautifully is done, from the opening day, the work of a society, its financial support will not be assured, even if twenty-five or fifty per cent. is obtained in advance, unless there is a campaign for funds. It has been sometimes said that a good charity will draw support on its own merits. Nothing is more fallacious. Every charity must continually thrust itself forward; it must be continually advertising itself; its watchword must be publicity, publicity, publicity. In some localities, the support comes easily. In a city where a society uses less than \$1200 the task may be comparatively simple. Yet, in all, some effort must be made. Below are given a number of suggestions, not with the idea that all or anywhere near all the methods of attack suggested will be adapted to or necessary in any one place:

1. So far as printed matter is concerned, the variety of leaflets used will depend upon the size of city, social conditions, etc. But it is helpful to publish, either separately or in the annual report, which must be published in any case, a few illustrative cases. Do not try to present too many of these; a few written in a bright, interesting style, with the personalities of the families graphically described, will be worth more than a bookful of dry recitals. Try the parallel column in a separate leaflet about one or two cases, reciting how wrongly people helped before the case was referred to the society, and what the society did. Such booklets and leaflets may be sent out in all letters and distributed at church and other meetings.

2. Notices of board and committee meetings should be sent to the newspapers. Use the newspapers as much as you can.

3. In a city of fair size where half the money was on hand before the society began work, three-quarters of the remaining amount, viz., \$1500, was obtained through the writing of 1500 personal letters by the women of the board. This does not mean that every one gave a dollar, by any means, but that the average return on the letters, many of which were never answered, was one dollar. These letters were written by the women, upon their own stationery. It was an irksome task but the results were certainly encouraging. Most of these contribu-

tions were renewed the second year in response to general letters of appeal.

4. The men upon the board or finance committee, if there is one, may also send personal letters, typewritten, to persons whom they know.

5. A general letter of appeal may be sent out signed by officers of the society to a selected list obtained from club membership lists, church reports, telephone book and, as far as practicable, from the city directory.

6. Endeavor to have the churches take up collections either at the Thanksgiving services or some Sunday morning.

7. In order to make the work of the society more widely known, there should be at least one public meeting per year, the annual meeting; others may be arranged for if it seems wise to do so. Generally, it has been found best to hold such meetings in churches at the time of their regular Sunday services. Contributions may or may not be taken up at these public meetings.

8. Storekeepers generally, especially those having small establishments, should be approached, possibly by a paid collector or a number of volunteers, with large printed cards which they can place in their windows stating that all applicants for relief are referred to the society's office. The storekeepers may be asked to become paying members.

9. Most new societies start out with the laudable idea of building up a very large membership roll—membership involving the payment of \$1 or \$2 or \$5 annual dues—so that no one need pay more than the regular dues. Rarely, if ever, does this plan succeed. A rigid membership system does draw out from many people more than they would otherwise give. On the other hand, it reduces the amounts which might be given by the well-to-do. No system must interfere with these larger donations, because they are absolutely necessary. Do not attempt to rely on a membership system which seeks to obtain a uniform amount from everybody; have one which is more or less sliding with different classes of memberships, associate, active, sustaining, life and patrons, or one requiring say a minimum payment of \$2. Be sure not to emphasize the minimum payment except in dealing with those who you know are able or willing to give only the smaller amount.

10. Contributions from other philanthropic societies, as a general rule, should not be solicited. It will often happen, however, that when an organization has observed the work of organized charity in some particular cases in which it is interested, it will make a contribution voluntarily.

11. Avoid entangling alliances in the form of money from public

sources. You will find in the long run that such aid will hurt rather than help you. Private citizens are far more disinclined to give if they know that you are drawing from the public crib, even if you are drawing only a quarter of what you need. There is not so serious an objection to accepting free office space in the city hall, and this is often done.

12. Endeavor to secure gifts of necessary things for the society—the telephone, street railroad passes, furniture, etc.

13. Supplementing these and other plans, there must be more or less personal solicitation of selected persons by members of the board and by others interested. A society with no directors or sympathizers willing to make this personal sacrifice cannot be said to be in an entirely safe position. It is true that successful financial methods vary according to local conditions, but personal solicitation on the part of some volunteer members is an item in the program of the great majority of the better societies; sometimes the work is done by the board as a whole, sometimes by a few individual members.

Any attempt on the part of the board to shuffle this responsibility upon a paid collector should be avoided at all hazards. A hired collector cannot possibly get the returns which the other methods bring in; altogether the experiments in this direction have been pretty expensive.

A compromise between the two plans is sometimes possible in a large city, but almost never in a small one. We refer to the engaging of a financial secretary for a longer or shorter period, for in some of the larger societies financial or extension secretaries are being engaged permanently. A financial secretary is a very different person from a paid collector; he or she will do a lot of personal soliciting, but it will be simply as secretary of a committee. A financial secretary will never go to a possible contributor without a personal letter of introduction from some member of the board. This letter itself urges the addressee to make a contribution, the financial secretary simply backing up the request. Indeed, such a secretary has, as one of his chief duties, the keeping of the finance committee up to the mark, and inducing the other members of the board and the society to solicit contributions themselves.

VII

GENERAL HINTS

Avoid the appearance of attempting to dictate how all the charity work in the city should be done. Emphasize the idea that you are the servant of all who will *work together* and not the ruler of any.

You will often hear a silly prejudice expressed against salaried charity workers. There is one stock unanswerable reply to that; that if it is wrong to pay charity workers, who are shepherds of men's hearts and brains, it is certainly an absolute sin to pay ministers who are the shepherds of men's souls.

CO-OPERATION WITH HIGHLY ORGANIZED RELIGIOUS CHARITIES

New societies are sometimes discouraged at their apparent lack of success in securing co-operation with highly organized religious charities. Catholic charities, oftentimes Episcopal charities, and sometimes other denominational charities are of this character. It must not be forgotten that these charities possess many of the excellent features of charity organization work. Naturally their directors may look askance at a new society which at the beginning, at least as they view it, is no more able to deal with the situation than they are. One should not dwell therefore too much upon the defects, which are often apparent enough, of such charities, but approach them with a frankly expressed wish to have the advantage of the experience of their directors by securing their service on committees, by occasionally meeting the superintendent, etc. The worldwide Catholic society, the Society of St. Vincent de Paul, for instance, has within its numbers everywhere men of sound judgment and vast experience. Gradually there will come to such, if they are brought into direct contact with the work upon committees, a realization of the great value of extended co-operation. Above all else, try to increase rather than decrease the work done by such organizations by getting their help in families whenever possible, at the same time showing how the society itself may help with this or that problem. Even the most highly organized outdoor relief societies will soon learn to appreciate the utility of a central office and of paid workers who are in contact with all sorts of people and agencies.

REPRESSIVE WORK

In addition to checking as far as possible duplication of relief, a young society would do well to undertake the repression of door-to-door begging by professional mendicants, tramps, etc. This is a public service which is always appreciated. The police should be stirred up by resolutions and delegations sent to city officers, etc., to arrest suspicious characters. Wherever they think a man or woman should be given a chance, use may be made of the kind services of the society. Preach morning,

noon and night the one single lesson,—send to the society the persons who beg and let it deal with them. Enlist the support of the police and courts in the stern elimination of begging by children.

JUDICIOUS USE OF NEWSPAPERS

In small communities it is possible for societies to make much greater use of the public press than in larger places. It is very seldom that the editor of a newspaper in a city of from 10,000 to 40,000 is found who does not welcome any new progressive movement of this sort with hearty friendliness and who is not willing to give it just as much space as can be filled to advantage. It is not so easy to work up just the sort of material which will be the most successful in the form of newspaper articles. Of course accounts of board and committee meetings may be published.

As to the publishing of concrete cases, without names of course, there is a genuine element of danger always present that the families themselves will see the articles and guess that they are the ones being written about. Nevertheless if the cases are carefully watched, one by one, some will surely be discovered in which this danger is a negligible quantity. A man or woman or child or a whole family has been sent to happier surroundings in another place, for instance. Care has been procured for a lone woman in a country sanatorium for tubercular patients. Or it is some foreign family, not yet Americanized, which has been encouraged and guided along its way. And so on indefinitely. Attention is called to the art of writing and presenting human histories as briefly touched upon in a succeeding paragraph.

Statistics of the work which are not uninteresting may occasionally be offered for publication but they should be given in homœopathic doses and with illuminating explanations of what they really mean. A simple illustration of the difference between well and badly presented statistics:

A Bad Way.

Twenty-two new cases were considered by the society during March and eighty-nine visits were made, etc., etc.

A Good Way.

Twenty-two families hitherto unknown made application for relief of various kinds to the society. The society's secretary made eighty-nine visits in all to the homes of poor families and to societies and individuals in their behalf.

The fullest publicity should be given to any general movement for the repression of mendicancy. But the publication of any warnings

against certain named people should never be made until the matter has been carefully considered by the lawyers on the board.

Whenever the society attempts to correct any local or general evil, such as bad sanitation or bad dwelling houses, as the result of its investigations of families whose distress may be due to the evil, there is opportunity for a considerable amount of newspaper prominence. In such agitations, illustrations of the hardships wrought upon individual families should be freely used, even though identification were possible.

Some of the newer societies have adopted the suggestion of appointing press committees, such committees to be composed of an influential representative of each one of the local papers. Instead of having reporters, the managing editor or proprietor or some other important official should be induced to serve on this committee; and they should be made to feel that they are part of the society. If they do become interested, you may be enabled to improve the kind of service which is performed for the society, and incidentally for the community, in the columns of the papers. The creation of a press committee does not necessarily mean that the members of the committee actually prepare the material for their papers. It does mean, however, that those who are assigned to cover the associated charities office may be of a better caliber than would otherwise be assigned. Furthermore, you can always apply directly to headquarters for any special write-ups, etc. Another psychological fact is to be borne in mind: whenever you can induce a newspaper man to get enough insight into the work to write pretty good charity organization articles himself, you have attained a strong strategic position. You will be able to put things in much more readable shape than would otherwise be possible, and his services will become more and more valuable.

DRY-AS-DUST MEMORANDA VERSUS HUMAN HISTORIES

In newspaper articles and in the presentation of the work of the society at public meetings, much depends on the telling, especially with regard to the human histories which are used as illustrations. Some present real histories, some dry-as-dust memoranda. This has already been alluded to, but it may be well to say just a little more about it. The main trouble about very many illustrations is that the writers or speakers start out from the wrong end. They recite the objective things done and make the family a sort of convenient peg upon which to hang their recital. The family appears to be only a necessary incident to the fact that things were done, and it is the things done to which our

attention is principally directed. Such histories should be written from the subjective, the human side. The members of the family should be individualized and vitalized until, to the reader or auditor, they present themselves as real and understandable men, women and children, with real faults and real weaknesses. Every bit of relief—material, moral, mental or environmental—must be described with reference to its bearing upon these real people and not simply catalogued. This is not at all as imposing as it sounds. It may be a little harder to breathe life into one's descriptions, but it is not impossible to anyone really interested in families and with a fair command of English. The secret is this: don't sit down to write about what your society did for a certain family, but to write the history of that family as far as you know it, and naturally the efforts of the society will be revealed in their true proportions and relations.

To illustrate: If you are in a hurry to tell what the society has done you will be tempted to state baldly,

This family consisted of a respectable, hard-working widow supporting three children, the oldest being a boy of thirteen years, etc., etc.

But if you want that family to become real to your readers, you will say with equal truth,

She was a cheery, good-hearted mother, who was fighting bravely to keep her three children with her, and making a winning fight of it, too. Bob, the eldest, a boy of 13, was her chief concern, as he was inclined to dispute her authority and to run the streets at night. The other two, Alice, a vivacious girl of ten, and John, her little brother of five, had just the ordinary amount of naughtiness.

However much this particular illustration may be torn to pieces—remember, it is an illustration, not a model—it shows plainly the difference in method, and the vivid, human touch is revealed in many booklets of family histories that have been issued in recent years by some of the more prominent societies; samples of these may be had upon request. Models are scarcely necessary, though, if one has duly impressed upon his consciousness the idea that, first of all, he must portray the human aspects of the problem, leaving objective treatment to fall into its proper place in the scheme.

THE USE OF THE PARALLEL COLUMN.

In the suggestion regarding circulars, etc., under the Financial Campaign and the Propaganda (p. 38), mention has been made under (1) of the use of the parallel column in circulars, reports, etc. To illustrate:

WHICH IS MORE CHARITABLE?

A Piece from the Scrap Book of the ——— Society.

The Problem: A man of good connections in England sent to by relatives on an allowance because of his gross intemperance.

What Non-Co-operating People Did.

He always claimed that his allowance was behind time and he was without money. People gave him fifty cents or five dollars, or nothing. What he obtained this way went mostly for drink; he was dragged down further into the mire because of these benefactions.

What the Society Did When Co-operating Persons referred Him to the Office.

Persons sent him to us. Communicated with relatives through a corresponding society. Found allowance always came on time. He squandered it in drink. Arranged with relatives to have allowance sent to society. Afterwards arranged with relatives to give him a chance to get on his feet again, by their paying his board in an institution for inebriates where both physical and moral treatment were provided. Now working steadily in a position secured by the institution authorities. Thus he was given the only possible chance to make something of himself.

NOTE.—There is nothing magic in the change—nothing but the triumph of co-operation—a little thought, a few letters, accomplished more than all the blindly given aid.

BUDGETS AND THE QUESTION OF THE GENERAL SECRETARY

The biggest item in every charity organization society's budget is the salary, or salaries, of the paid workers, so that the two subjects included in this sub-head should be considered together.

Herewith are given a few typical budgets. In the one or two cases in which the society gives other than emergency relief from the general fund, these expenditures have been taken out, so that the actual cost of personal service and of the administrative expenses only are here indicated. If these are adequately provided for, then there is no trouble about getting sufficient relief money in one way or another. In every case, except one, the budget given is for the first year's work of a society; in one case, the second year is given, because it is more truly representative of the initial plans.

BUDGETS OF SIX SOCIETIES

	Southern City of 33,000	Middle Western City of 70,000	Southern City of 60,000	West of Mississippi City of 26,500	Southern City of 25,000	Middle Western City of 8000
SALARIES						
General Secretary	\$1200	\$1800.00	\$1500	⁵ \$1588.00	⁵ \$1323.00	\$600
Assistant Secretary .....	. . .	600.00	720	. . .	. . .	. . .
Or Stenographer.						
Visiting Nurse	600	. . .	¹ 600	. . .	. . .	. . .
Colored Visitor .....	. . .	. . .	¹ 200	. . .	. . .	. . .
Travelers' Aid Matron ...	. . .	. . .	² 495	. . .	. . .	. . .
OFFICE EXPENSES						
Rent (Inc. heat, light and janitor)	144	385.18	228	151.50	202.98	⁴ . .
Telephone and Telegraph .	66	51.90	112	59.79	48.64	7
Postage	50	50.00	85	140.78	22.82	. . .
Supplies	} 50	14.00	} 250	} 341.36	} 37.40	35
Printing		83.30				
CAR FARE	50	50.00	50	13.10	11.70	. . .
BOOKS	50	. . .	10	. . .	. . .	. . .
EMERGENCY RELIEF	100	. . .	300	. . .	181.37	. . .
PERMANENT EQUIPMENT	50	162.78	173	. . .	214.68	32
SECRETARY'S EXPENSE TO NA- TIONAL CONFERENCE OF CHARITIES AND CORRECTION	75	43.00	. . .	72.50	100.00	. . .
MISCELLANEOUS .....	. . .	6.52	³ 30	6.50	36.26	. . .
TOTAL	2435	3246.68	4753	2373.53	2178.85	674

¹ For Eight Months.

² For Eleven Months.

³ Membership, Exchange Branch.

⁴ Office given by Public Department. If rent had to be paid the budget would have been about \$890 or \$900.

⁵ Includes expenditures for assistant's services for part of year.

There are several things to be noted about these budgets: they are, as indicated, the original budgets of some of the societies recently organized or reorganized; they are for the initial period and, in every case, the amount expended under "salaries" for personal service will increase from year to year, as the number of workers necessarily increases. It is useless for any society in a city of 20,000 or over to start with less than a secretary and an assistant. In some instances, in cities of less than 20,000, it is safe to experiment with the full time of one worker. In cities of from 5000 to 10,000 it may be possible to get on with the half-time services of a worker, as above indicated. Roughly speaking, \$2000 will represent the minimum required for the organization of a society

in a city of 20,000 or over. It will be observed that three of these cities are Southern cities; they are used because they demonstrate the determination of the South to organize on the best basis, and because they will serve at the same time as object lessons in cities where there have been, or will be, attempts to organize on too stingy a basis. The South is not as rich as the North, but it has demonstrated that only determination is required in order to do the thing properly. When a city reaches 40,000 or over, then the budget of expenses must be between \$2000 and \$4000. It cannot be too often emphasized that, when a city is not willing to organize upon such a basis, it is better for the movement to wait, rather than to go ahead and fail of its purpose. The country is strewn with the wrecks of such societies, which have started out with brave purposes and, as above indicated, have foundered.

THE RELATIONS BETWEEN THE GENERAL SECRETARY AND THE DIRECTORS

In the first place, the burden of raising the money for the budget should never be shifted to the shoulders of the general secretary. The general secretary may very well help with suggestions, with personal interviews with selected persons, etc., but the responsibility should be where it belongs. The general secretary is there to see that results come from the presence of the society, so that its existence may be justified. But results cannot be obtained if all the nervous worry connected with the money problem falls upon the officer charged to bring about results. Moreover, it is unjust to force an executive officer to hustle around to raise his own salary, which is always the largest single item in the budget. It lowers his own dignity as well as the standing of the society.

In the second place, the oversight over ordinary routine work maintained by the board or executive and case committees, in case there are such committees, should be largely of an advisory character, and should not become rigidly supervisory. Broad questions of policy must of course be settled by the directors; but while the secretary should be encouraged to consult directors at all times, both with reference to treatment of families and the relations of the society to its supporters, he should never be shorn of a very large sense of freedom in initiative. If he cannot be trusted with this, he is not the proper person for the place. One most valuable attribute of charity organization work is promptness, whenever the right thing to do has been ascertained. Sometimes impulsive people have claimed that it was anything but prompt, but that is because its workers do not decisively act before they learn what is the *right* thing to do. When once that is ascertained, absolute emergencies in the

meantime having been met, a rightly constituted charity organization society can act with greater celerity than most philanthropic agencies. Why? Because in ordinary affairs, requiring immediate attention, the executive head can act without being obliged to secure the approval of some committee or board. Therefore, you who found new societies, do not take away the precious power of initiative from your secretary. In the cases which the secretary submits to you, you will be able to point out errors and omissions and lapses. In the meantime you can learn what actual power to rise to emergencies exists. But you must learn to trust your executive officer, which does not mean that you will fail to criticize whenever the need appears. Confidence you must have in him, while recognizing weaknesses. If you do not have increasing confidence and trust in your secretary you need a new one. A wise secretary will welcome advice on his attitude towards those who co-operate with the society and refer cases to it. It often happens that a very good case worker is unfortunate in the way he expresses differences of opinion to those referring cases when he differs from them as to the treatment needed. In the fulness of his heart he says and writes things which stir up unnecessary antagonisms. There will always be pugnacious and obstinate irreconcilables, and sometimes the peppery letter or word is necessary; but usually a well-meaning person is open to conviction, if the other side of the case can be strongly presented to him, coupled with an expressed wish for further conference, so that a mutually agreeable conclusion may be reached. A single impolitic remark may make a bitter enemy of such a person. Nor must directors and secretary forget that while there are times when principles should be adhered to without yielding an inch, there are other times when concessions should be made. It is far better to induce a person to accept a part of a principle, sometimes, than to allow him to cut off his relations with the society and go his own sweet way without any improvement in methods.

Now in this difficult department of charity organization diplomacy the advice and suggestion of directors is of inestimable value to new secretaries, and, as said before, the wise ones will take advantage of it. When directors are consulted, they should realize the importance of the thing and give their best thought to each specific problem. Obviate unnecessary antagonisms—that should be the principle.

ARRANGING FOR MEETINGS

Plan out carefully the program to be followed at each meeting. Not only should written notices be sent, but those whom you particularly

want to be present should be seen personally or telephoned to and their consent obtained. Then remind these special ones an hour or half an hour before the appointed time of their engagement. See that notices of each meeting explain very briefly the chief object of the meeting. Select your chairmen, particularly in the preliminary meetings, with some care, so that the main issues will not be side-tracked.

OFFICE HOURS

In a society in which there is only one paid officer, the general secretary, it becomes necessary to have the office open only during certain hours of the day, so that investigations, visits, etc., may be made by him. The best plan is to have an early morning hour and a late afternoon hour; for instance, 9-10 A. M. and 4-5 P. M. This makes it possible to receive requests to visit families sent by telephone or the morning mail during the first hour and to receive at 4 P. M. persons who may be sent during the day to the office. Thus one who has a beggar at her door at noon will know that she can tell him to go to the office in the afternoon. Otherwise she may be tempted to give, knowing no one can look after him until the next day.

INDEX

	PAGE		PAGE
Associated charities, an alternative title	1	Co-operation, in registration....	30-31
Begging, factor in starting movement	4	in investigation	32-33
repression of	14, 41	with churches	32
Board of directors: representation		with religious charities	41
on of business and professional men	9	Day nurseries, securing co-operation of	6
clergy	11	Doctors, on board of directors	9
women	11	on treatment committee	35
figure-heads	10	Dried-up societies	26-28
other members	12	Emergency relief	37
election of	14, 16	Employment, board of directors and	10
minimum service of	10	bureaus	37-38
meetings of	36	Ex officio members of board.....	12
reports of general secretary to..	36	Executive committee, minimum service of	10
Budgets, preliminary pledges ...	8, 22	chairmanship of	13
salaries in	45	meetings of	36
typical	45	Figure-heads	10
Business men	2	Finances, preliminary budget... 8, 22	
on board of directors	7-9, 10	campaign for funds	38-40
Case work, emphasis on at start... 30		finance committ e	23
Central council	28-29	Financial secretary	40
Children, work for	34	General secretary, selection and training of	21
Children's societies, co-operation of. 6		budgets and	45-47
Churches, in preliminary organization	4, 12, 15, 16	relation to directors	47-48
securing co-operation of	5	Croupal or country society	25-26
duplication of work	31	Investigation	32-33
registration and	31	Lawyers, on board of directors	9
and volunteer service	35	on treatment committee	35
collections	39	Membership in society	39
annual meetings at	39	Newspapers, for special appeals....	37
Clergymen, representation on board of directors	11	general use of	42-44
as chairmen of executive committees	13	Office hours	49
on treatment committee	34		
Committee on organization	5		

INDEX—Continued

	PAGE		PAGE
Other charitable societies, prelim- inary canvass of	5-6	Relief, emergency	37
formal endorsement by	6-7	employment	37-38
representation on board	12	case system of	37
on treatment committee	35	Relief agencies, and preliminary or- ganization	6, 15, 17
Outdoor relief agencies, co-opera- tion with	5, 6, 41	investigation for	32
registration and public	30	Repressive work	41
Public officials, securing co-opera- tion with	5-6, 41	Sanitary reform	3, 36, 43
Paid trained worker, necessity of..	2	Schools, representation on board of directors	12, 16
in groupal society	26	on treatment committee	35
Port Jervis, record of	24	Smaller city problem	23-25
President, choice of	13	Social inquiry	20, 24-25
Press committees	43	Trades union representative, on board of directors	12
Printed matter, leaflets	38	on treatment committee	35
case stories	38, 43-45	Treatment of cases	33-35
publishing names	42-43	committee on	34
Professional men	2	Tuberculosis committee	4, 28
on board of directors	7-9, 10	Underwriting	22-23
Propaganda, preliminary period 3-4, 16-17		Volunteer service	35
financial campaign and	38-40	in committee organization plan..	25
Public meeting .. 13-14, 15-16, 28, 48		study course and	25
Referring cases	32-33	Women, representation on board of directors	2, 11
Registration	30-32	in case treatment	34
Relief, adequate	36-37	Woodyards	37
material	34		

Charity Organization Department

OF THE RUSSELL SAGE FOUNDATION

MISS M. E. RICHMOND, Director FRANCIS H. McLEAN, Field Sec'y MISS M. F. BYINGTON, Asso. Field Sec'y

PUBLICATIONS OF THE DEPARTMENT

- The Dominant Note of Modern Philanthropy
40 Cents per Hundred *Edward T. Devine*
- The Broadening Sphere of Organized Charity
40 Cents per Hundred *Robert W. deForest*
- The Formation of Charity Organization Societies
in Smaller Cities (New edition) *Francis H. McLean*
\$6.00 per Hundred
- Organization in Smaller Cities *Alexander Johnson*
40 Cents per Hundred
- First Principles in the Relief of Distress *Mary E. Richmond*
40 Cents per Hundred
- Friendly Visiting 40 Cents per Hundred *Mary E. Richmond*
- The Inter-relation of Social Movements, with information
about sixty-seven organizations national in scope.
\$1.50 per Hundred
- Transportation Agreement and Code
15 Cents Each
- Real Story of a Real Family
7 Cents Each

PUBLICATIONS OF THE EXCHANGE BRANCH*

- Two Alternative Model Record Forms, 60 cents per 100, plus postage.
- Homeless Man Record Card, 50 cents per 100, plus postage.
- Diagnosis and Treatment Record for Families, 50 cents per 100, plus postage.
- Inquiry Blanks, 20 cents per pad of 100, plus postage.
- Inquiry Reply Blanks, 20 cents per pad of 100, plus postage.

Sample copies of all of the above will be sent free of charge upon request, or in quantities at the prices named. Address

CHARITY ORGANIZATION DEPARTMENT

of the Russell Sage Foundation

Room 613, 105 E. 22d St., New York City

*The Exchange Branch is a group of twenty-four charity organization societies banded together to exchange forms monthly and to serve one another and the cause of charity organization in other ways.

RUSSELL SAGE FOUNDATION PUBLICATIONS

The Russell Sage Foundation is putting into book form the findings of some of the more important investigations into social and living conditions carried on by its staff or by its co-operation. Such original and unique material in this field cannot be found elsewhere and the volumes are of the utmost importance to students, social workers and teachers. The publications of the Russell Sage Foundation include:

THE STANDARD OF LIVING AMONG WORKINGMEN'S FAMILIES IN NEW YORK CITY. By ROBERT COIT CHAPIN, Ph.D. 388 pages. 131 tables. 16 diagrams. Price, postpaid, \$2.00.

MEDICAL INSPECTION OF SCHOOLS. By LUTHER HALSEY GULICK, M.D., and LEONARD P. AYRES, A.M. 286 pages. Third edition. Price, postpaid, \$1.00.

LAGGARDS IN OUR SCHOOLS: A Study of Retardation and Elimination in City School Systems. By LEONARD P. AYRES, A.M. 252 pages. 106 tables. 38 diagrams. Second edition. Price, postpaid, \$1.50.

THE PITTSBURGH SURVEY

WOMEN AND THE TRADES. By Elizabeth Beardsley Butler, former Secretary of Consumers' League of New Jersey. Published January, 1910. Price, \$1.50. By mail, \$1.72.

WORK-ACCIDENTS AND THE LAW. By Crystal Eastman, Attorney-at-Law. Member and Secretary New York State Employers' Liability Commission. Published May, 1910. Price, \$1.50. By mail, \$1.65.

THE STEEL WORKERS. By John A. Fitch, Expert, New York Department of Labor. (In press.)

HOMESTEAD: THE HOUSEHOLDS OF A STEEL TOWN. By Margaret F. Byington, formerly District Agent, Boston Associated Charities; Asso. Field Secretary, Charity Organization Department, Russell Sage Foundation.

THE PITTSBURGH DISTRICT. Symposium by John R. Commons, Robert A. Woods, Florence Kelley, Charles Mulford Robinson and others. (In preparation.)

PITTSBURGH: THE GIST OF THE SURVEY. By Paul U. Kellogg. (In preparation.)

HOUSING REFORM. A Handbook for Practical Use in American Cities. By Lawrence Veiller. 220 pages. 5 sample schedules. Price, postpaid, \$1.25.

A MODEL TENEMENT HOUSE LAW. By LAWRENCE VEILLER. 130 pages. Price, postpaid, \$1.25.

AMONG SCHOOL GARDENS. By M. LOUISE GREENE, M.Pd., Ph.D. 380 pages. Price, postpaid, \$1.25.

WORKINGMEN'S INSURANCE IN EUROPE. By LEE K. FRANKEL and MILES M. DAWSON, with the co-operation of LOUIS I. DUBLIN. 450 pages. 145 tables. Price, \$2.50, postage extra.

THE CAMPAIGN AGAINST TUBERCULOSIS IN THE UNITED STATES: Including a Directory of Institutions dealing with Tuberculosis in the United States and Canada. Compiled under the direction of the National Association for the Study and Prevention of Tuberculosis. By PHILIP P. JACOBS. 467 pages. Price, postpaid, \$1.00.

REPORT ON THE DESIRABILITY OF ESTABLISHING AN EMPLOYMENT BUREAU IN THE CITY OF NEW YORK. By EDWARD T. DEVINE, Ph.D., LL.D. 238 pages. Paper. Price, postpaid, \$1.00.

CORRECTION AND PREVENTION. Four volumes prepared for the Eighth International Prison Congress. Edited by CHARLES RICHMOND HENDERSON.

Send orders, inquiries and requests for announcements of books as published to

CHARITIES PUBLICATION COMMITTEE
105 E. 22d Street, New York

THIS BOOK IS DUE ON THE LAST DATE
STAMPED BELOW

AN INITIAL FINE OF 25 CENTS

WILL BE ASSESSED FOR FAILURE TO RETURN
THIS BOOK ON THE DATE DUE. THE PENALTY
WILL INCREASE TO 50 CENTS ON THE FOURTH
DAY AND TO \$1.00 ON THE SEVENTH DAY
OVERDUE.

SEP 11 1955	
15 Nov '50 PH	11 Mar '59 MI
5 Dec '50 DA	REC'D LD
25 Nov '52 BU	MAR 17 1959
NOV 18 1954 LU	
24 Nov '54 AM	
NOV 10 1954 LU	
MAR 12 1956 LU	
3 Dec '57 PH	
REC'D LD	
NOV 30 1957	
	LD 21-100m-8,'34

Gaylord Bros. Inc.
Makers
Stockton, Calif.
PAT. JAN. 21, 1908

12275

HV 6

M 27

UNIVERSITY OF CALIFORNIA LIBRARY

XC 07113